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Background Paper 3

ADULT BASIC EDUCATION IN THE  
ATLANTIC PROVINCES

# Skill Development Leave Task Force

Background  
Paper

Canada





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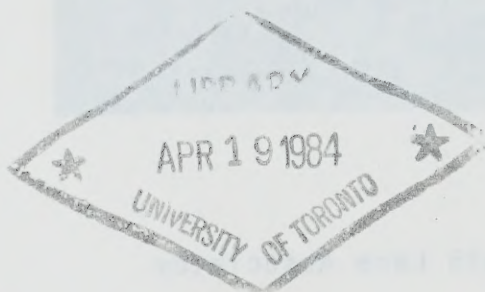
Background Paper 3

ADULT BASIC EDUCATION IN THE  
ATLANTIC PROVINCES

Strath Lane Associates

1983


This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.



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## OVERVIEW

The statistical overview and analysis provide documentation that the Atlantic region contains a substantial pool of adults (470 000) with very low educational attainment and low levels of marketable skills. These people, already marked by low levels of labour force participation, are encountering additional barriers to training and employment.

Especially critical for this group is the widening qualifications gap, which will remove not only their access to jobs traditionally filled by workers with low skills, but also access to training programs which might enable them to make the transition into higher-skilled jobs.

Employers indicate that with current high levels of unemployment, they are able to select workers with higher qualifications than they have in the past. The underskilled are being shut out from jobs where they might, under other conditions, have expected to find employment. In addition, because of the labour surplus, many employers espouse a policy of " why train when I can hire the particular skill level already developed ? "

The sample of Atlantic employers surveyed showed only four making any effort in the area of Adult Basic Education. Two of these did not require any commitment of time, space or money since the literacy training was being delivered by volunteer tutors, most often outside the workplace. Only two employers, T.S.Simms in New Brunswick and Michelin in Nova Scotia are making a financial commitment to the academic upgrading of their employees.

Simms has undertaken this because it is a small investment for increased morale and productivity in the workplace.

Michelin is motivated by a policy of no lay-offs and a dramatically increased need for workers with technical skills. This firm is the sole example of on-the-job training in ABE and job skills to enable workers to make the transition from a labour-intensive production line to a technologically sophisticated workplace

It seems reasonable to conclude that underskilled adults who presently hold jobs have a very remote chance of obtaining the necessary skill development, either through their employer, or on their own, for continued employment in the changing workplace

In addition to denying any role to ABE in the workplace, employers are confident that training needs are generally being adequately met. Employers reject any further government involvement in training, from federal or provincial governments, and at this point in time see no need for new schemes for financing on-the-job training. Of all options proposed for meeting training costs, only that of tax incentives received a favourable response, mostly because of the psychological factors associated with reducing tax burdens.

Discussions of training needs and opportunities are, however, somewhat academic as long as the Atlantic region continues to experience high levels of structural unemployment and ratios between numbers of available workers and job vacancies range around 30:1.



## PART I - A REVIEW OF EDUCATIONAL ATTAINMENT

### Notes on Methodology and Format

The most recent available data dealing with educational attainment are, unfortunately, from the 1976 Census. Statistics Canada indicates that it will be at least July, 1983 before the 1981 Census data dealing with educational attainment and education as a significant variable in labour force activity will be available. We do believe, however, that the general patterns and the fundamental problems which they indicate are not likely to have changed in any significant way and that the 1981 data will be a reassertion of the conditions found within the Atlantic provinces as at 1976.

We have chosen to tabulate four age ranges; those 15-24, those 25-34, those 35-44 and finally the full 15+ population. Given the parameters of the Task Force, we have used or developed our core statistical survey around the out-of-school population.

Two sets of absolute data are provided. The first contains the numbers of people, by the indicated age groups and also by sex, whose educational level is either less than grade 5 or in the grade 5-8 range plus the totals of the two, i.e. all those with less than grade 9. Also tabulated are the numbers of those from each age-sex-education group who were in the labour force. The number from each group not in the labour force is there implicitly as the difference between the two.

More significant, we feel, in showing the situation within the Atlantic provinces are the proportional data. This is presented through four data strands which are broken down by age, sex and education comparable to the absolute data. Each age-sex-education sub-group is measured in terms of :

- a) the proportion of the total age-sex group with that level of education,
- b) the percentage non-participation in the labour force for that age-sex-education group, c) the unemployment rate for those within the labour force from that age-sex-education group and d) what we have labelled as the dependency factor. This measures the percentage of the age-sex-education group who are either not in the labour force or who are unemployed. These measures provide a concise statistical look at the reality of the situation by comparison of data within the region and of regional data with the national data which are provided. As an additional benchmark, the latter three percentage strands are accompanied by percentages for the entire age-sex groups including all levels of educational attainment.



The actual numbers in each of the "A" sections in Tables 2-5 have been rounded to the nearest hundred and are recorded in thousands except for a few very small sample groups which have been carried to two decimal places. The non-participation rates and unemployment rates have been calculated from the rounded data in cases where the unit is greater than 10 000. In cases of less than 10 000, the percentages were calculated from original unrounded data.

One additional point should be emphasized about the data in the core survey, Tables 2-5. The labour force activity measures are not directly comparable to data from Statistics Canada's Labour Force Series. There are several significant differences in the pattern of inclusivity and the time-frame used to measure the labour force in the Census data. These can impact on both the participation and unemployment rates. In addition, the Census is one single time-point measurement. No basis exists for considering seasonal adjustment in the Census data. In cases where seasonal swings in labour force activity are not significant, it is of little consequence that the time of the compilation of the Census data, the beginning of June, coincides with a point approaching the usual peak in employment. In the case of the Atlantic provinces where seasonal fluctuations are more severe than in most other areas of Canada, the presence of June data as the basis for comparison with the national trends does introduce a degree of artificial favourableness into the participation rates and probably even more so into the unemployment rates.

#### Observations on National - Atlantic and Inter - Atlantic Data

In examining the data, we feel that it is generally more significant to note things about the proportions. The absolute numbers are provided primarily as benchmarks for comparison with data which will be presented later dealing with numbers enrolled in programs. One must not lose sight of the fact, however, that we are talking about individuals both singly and in groups and that the actual numbers are very substantial as indicated by Table 1.

Table 1 1976 Out-Of School Population, Atlantic Provinces, Less Than Grade 9

( thousands )	Male	Female	Total
less than grade 5	61.0	41.1	102.1
grades 5 - 8 inclusive	197.2	171.8	369.0
total; less than grade 9	258.2	212.9	471.1

Statistics Canada, 1976 Census, Levels of Schooling By Age Groups, cat. 92 - 827.



Table 2 A  
Age Group : 15-24 Inclusive

Table 2 A															
Age Group : 15-24 Inclusive															
MALE															
FEMALE															
TOTAL POPULATION															
	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.
LESS THAN GRADE 5															
Numbers - Thousands															
Total : Age-Sex Group	21.3	.8	1.2	.2	.8	16.4	.5	.6	.1	.5	37.7	1.3	1.8	.3	1.3
Total in Labour Force	6.9	.2	.3	.05	.2	3.9	.1	.1	.05	.1	10.8	.3	.4	.1	.3
GRADES 5-8 INCLUSIVE															
Numbers - Thousands															
Total : Age-Sex Group	134.4	11.0	9.8	1.9	10.0	107.4	8.4	6.4	.9	6.5	241.8	19.4	16.2	2.8	16.5
Total in Labour Force	88.9	6.2	6.1	1.4	6.3	39.3	2.0	2.0	.4	1.8	128.2	8.2	8.1	1.8	8.1
LESS THAN GRADE 9															
Numbers - Thousands															
Total : Age-Sex Group	155.7	11.8	11.0	2.1	10.8	123.8	8.9	7.0	1.0	7.0	279.5	20.7	18.0	3.1	17.8
Total in Labour Force	95.8	6.4	6.4	1.45	6.5	43.2	2.1	2.1	.45	1.9	139.0	8.5	8.5	1.9	8.4
ENTIRE AGE - SEX GROUP															
Percentages															
Non-Participation In Labour Force	23.7	38.7	31.1	23.3	28.6	39.5	57.1	49.8	41.3	48.3	31.6	46.3	40.3	32.0	38.3
Unemployed : Of Those In Labour Force	12.4	25.7	16.5	12.4	16.3	12.9	20.8	17.1	17.2	18.0	12.6	23.7	16.8	14.5	17.0
Dependency Factor	33.2	54.5	42.5	32.8	40.2	47.3	66.0	58.4	51.4	57.6	40.2	59.0	50.3	41.9	48.8

data herein and other sections of Tables 2-5 inclusive are based on data from Statistics Canada, 1976 Census, Levels of Schooling by Age Groups, cat.92-027, and Labour Force Activity, cat. 94-806.

Table 2B Age Group: 15 - 24		MALE					FEMALE					TOTAL POPULATION				
Inclusive		Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.
LESS THAN GRADE 5																
Percentage																
Of Total Population Age and Sex Group		1.5	1.9	2.4	2.6	1.4	1.1	1.2	1.2	1.4	.9	1.3	1.5	1.9	2.0	1.3
Non-Participation In Labour Force		67.5	75.3	72.1	75.9	72.6	76.2	82.5	87.6	59.6	86.8	71.4	81.7	77.6	63.4	78.1
Unemployed: of those In Labour Force		13.0	37.5	32.8	13.3	13.0	8.3	25.0	7.1	25.0	14.3	11.3	37.5	28.4	10.5	13.4
Dependency Factor		71.7	84.6	81.3	79.1	76.2	78.1	86.9	88.5	69.7	88.7	74.6	88.6	84.0	67.2	81.0
GRADES 5 - 8 INCLUSIVE																
Percentage																
Of Total Population Age and Sex Group		9.2	25.7	20.0	24.7	18.5	7.2	19.6	13.3	12.3	12.0	8.2	22.6	16.7	18.8	14.9
Non-Participation In Labour Force		33.9	43.7	37.6	26.4	37.4	63.4	75.8	69.6	58.5	72.4	47.0	57.3	49.9	36.8	50.8
Unemployed: of those In Labour Force		17.2	34.7	25.9	15.0	21.9	15.9	26.7	26.1	15.8	29.6	16.8	32.8	26.0	14.9	23.6
Dependency Factor		45.3	63.2	53.8	37.6	51.1	69.2	82.3	77.5	65.1	80.6	55.9	71.3	62.9	46.2	62.4
LESS THAN GRADE 9																
Percentage																
Of Total Population Age and Sex Group		10.7	27.6	22.4	27.3	19.9	8.3	20.8	14.5	13.7	12.9	9.5	24.1	18.6	20.8	16.2
Non-Participation In Labour Force		38.5	46.2	42.9	28.4	39.6	65.1	76.4	71.2	58.5	73.6	50.3	59.0	52.8	38.6	53.1
Unemployed: of those In Labour Force		16.9	34.8	26.3	14.9	21.6	15.2	26.6	25.5	16.3	29.0	16.4	32.9	26.1	14.7	23.1
Dependency Factor		48.9	64.9	60.5	39.1	52.6	70.4	82.7	78.5	65.3	81.3	58.5	69.5	65.1	47.6	63.9



Table 3A

Age Group: 25 - 34 Inclusive

	MALE					FEMALE					TOTAL POPULATION				
	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.
Age Group : 25 - 34 Inclusive															
LESS THAN GRADE 5															
Numbers - Thousands															
Total : Age-Sex Group	29.2	1.1	1.4	.2	1.0	28.0	.5	.8	.1	.6	57.2	1.6	2.2	.3	1.6
Total in Labour Force	17.3	.5	.8	.1	.4	8.5	.1	.1	.02	.1	25.8	.6	.9	.12	.5
GRADES 5-8 INCLUSIVE															
Numbers - Thousands															
Total : Age-Sex Group	215.3	8.7	10.5	1.7	9.9	216.1	9.1	8.7	.9	8.4	431.4	17.8	19.2	2.6	18.3
Total in Labour Force	186.7	6.8	8.5	1.5	8.4	77.3	1.9	2.7	.3	2.3	264.0	8.7	11.2	1.8	10.7
LESS THAN GRADE 9															
Numbers - Thousands															
Total : Age-Sex Group	244.5	9.8	11.9	1.9	10.9	244.1	9.6	9.5	1.0	9.0	488.6	19.4	21.4	2.9	19.9
Total in Labour Force	204.0	7.3	9.3	1.6	8.8	85.8	2.0	2.8	.32	2.4	289.8	9.3	12.1	1.92	11.2
ENTIRE AGE - SEX GROUP															
Percentages															
Non-Participation In Labour Force	8.0	14.3	11.7	8.0	9.8	46.2	71.0	53.4	43.6	52.8	27.1	37.4	32.2	25.4	31.2
Unemployed : Of Those In Labour Force	5.1	13.7	8.5	6.8	7.3	7.4	13.6	11.6	10.9	9.9	6.0	13.7	9.5	8.3	8.2
Dependency Factor	12.7	26.0	19.2	14.3	16.4	50.2	73.2	58.8	49.7	57.5	31.5	46.0	38.6	31.6	36.8

Table 3B  
Age Group: 25-34 Inclusive

MALE						FEMALE						TOTAL POPULATION					
Age Group: 25-34 Inclusive																	
LESS THAN GRADE 5																	
Percentage	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.		
Of Total Population Age and Sex Group	1.7	2.7	2.8	2.5	1.7	1.6	1.3	1.7	1.3	1.0	1.6	2.0	2.2	1.9	1.4		
Non-Participation In Labour Force	40.8	56.7	48.3	33.4	54.6	69.5	89.9	85.8	85.0	87.7	54.9	67.9	62.2	56.9	68.0		
Unemployed: of those In Labour Force	9.0	31.1	21.2	10.0	13.6	7.0	9.1	4.2	----	18.8	8.3	29.4	19.4	9.1	14.4		
Dependency Factor	46.1	70.2	59.3	40.1	60.8	71.6	90.8	86.4	85.0	90.0	58.6	77.3	69.5	60.9	72.6		
GRADES 5-8 INCLUSIVE																	
Percentage																	
Of Total Population Age and Sex Group	12.3	21.4	21.2	21.0	16.5	12.3	22.8	18.2	11.5	14.2	12.3	22.1	19.7	16.8	15.3		
Non-Participation In Labour Force	13.3	22.6	19.1	10.7	15.3	64.2	79.0	68.8	64.5	72.6	38.8	51.1	41.5	29.7	41.5		
Unemployed: of those In Labour Force	8.0	24.2	16.3	8.4	10.3	9.7	21.9	19.4	16.9	14.8	8.5	23.7	17.0	9.7	11.3		
Dependency Factor	20.2	41.3	32.3	18.2	24.0	67.7	83.6	74.9	70.5	76.7	44.0	62.7	51.5	36.5	48.1		
LESS THAN GRADE 9																	
Percentage																	
Of Total Population Age and Sex Group	14.0	24.1	24.0	23.5	18.2	13.9	24.1	19.9	12.8	15.2	13.9	24.1	21.9	18.7	16.7		
Non-Participation In Labour Force	16.6	26.3	22.6	12.5	18.7	64.9	79.6	70.3	66.5	73.7	40.7	52.0	43.8	32.1	43.7		
Unemployed: of those In Labour Force	8.1	24.6	16.7	8.5	10.5	9.4	21.6	18.7	16.1	14.9	8.4	24.0	17.2	9.6	11.4		
Dependency Factor	23.4	44.4	35.5	19.9	27.2	68.2	84.0	75.9	71.9	77.6	45.7	63.5	53.5	35.7	50.1		



Table 4 A

Age Group : 35 - 44 Inclusive

	MALE					FEMALE					TOTAL POPULATION					
	Age Group : 35 - 44 Inclusive	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.
LESS THAN GRADE 5																
Numbers - Thousands																
Total : Age-Sex Group		46.3	2.1	2.2	.2	1.3	45.6	1.3	1.0	.1	.6	91.9	3.4	3.2	.3	1.9
Total in Labour Force		32.9	1.3	1.3	.15	.7	17.4	.2	.2	.02	.1	50.3	1.5	1.5	.17	.8
GRADES 5-8 INCLUSIVE																
Numbers - Thousands																
Total : Age-Sex Group		312.7	8.0	10.2	1.8	10.3	287.0	7.2	9.0	1.1	8.0	59.7	15.2	19.2	2.9	18.3
Total in Labour Force		279.2	6.4	8.5	1.6	8.7	118.9	1.7	3.2	.5	2.5	398.1	8.1	11.7	2.1	11.2
LESS THAN GRADE 9																
Numbers - Thousands																
Total : Age-Sex Group		359.0	10.1	12.4	2.0	11.6	332.6	8.5	10.0	1.2	8.6	691.6	18.6	22.4	3.2	20.2
Total in Labour Force		312.1	7.7	9.8	1.75	9.4	136.3	1.9	3.4	.52	2.6	448.4	9.6	13.2	2.27	12.0
ENTIRE AGE - SEX GROUP																
Percentages																
Non-Participation In Labour Force		8.1	15.0	12.2	8.2	10.9	46.3	63.5	53.0	43.6	53.2	27.0	38.4	32.5	25.5	31.8
Unemployed : Of Those In Labour Force		3.5	10.8	6.8	4.0	4.7	5.5	9.6	8.5	8.8	7.9	4.2	10.5	7.4	5.8	5.8
Dependency Factor		11.3	24.2	18.2	11.9	15.1	49.3	67.0	57.0	48.6	56.9	30.1	45.0	37.5	29.8	35.8

Table 4 B Age Group: 35-44 Inclusive		MALE					FEMALE					TOTAL POPULATION				
		Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.
LESS THAN GRADE 5 Percentage																
Of Total Population Age and Sex Group		3.6	7.8	6.6	3.4	3.1	3.6	5.2	3.0	1.8	1.4	3.6	6.6	4.8	2.6	2.3
Non-Participation In Labour Force		28.9	37.4	39.1	33.4	40.6	61.8	85.5	80.8	82.6	87.3	45.3	56.1	52.2	48.5	55.4
Unemployed of those In Labour Force		7.7	22.9	19.3	13.3	9.9	6.2	15.8	15.8	----	6.7	7.2	21.6	19.3	11.4	9.6
Dependency Factor		34.4	51.7	50.9	42.3	46.5	64.2	87.8	83.8	82.6	88.2	49.2	65.6	61.4	54.4	59.7
GRADES 5-8 INCLUSIVE Percentage																
Of Total Population Age and Sex Group		24.0	30.3	30.7	30.3	24.3	22.6	28.9	27.4	19.6	19.2	23.3	29.4	29.0	25.0	21.8
Non-Participation In Labour Force		10.7	19.6	16.5	11.7	15.3	58.6	76.5	64.9	54.8	69.3	33.6	46.6	39.2	27.9	38.9
Unemployed of those In Labour Force		5.2	16.0	10.7	6.3	6.8	6.9	15.9	12.8	9.2	11.4	5.7	16.0	11.3	7.2	7.8
Dependency Factor		15.3	32.5	25.4	17.3	21.1	61.5	80.2	69.4	59.0	72.8	37.4	55.1	46.1	33.1	43.7
LESS THAN GRADE 9 Percentage																
Of Total Population Age and Sex Group		27.6	37.8	37.3	33.7	27.4	26.2	34.1	30.4	21.4	20.6	26.9	36.0	33.8	27.6	24.1
Non-Participation In Labour Force		13.1	23.2	20.5	14.1	18.2	59.0	77.9	66.5	57.5	70.5	35.2	48.3	41.1	31.1	40.5
Unemployed of those In Labour Force		5.5	17.2	11.9	5.3	6.9	6.8	15.9	12.9	8.8	11.3	5.9	16.8	12.2	7.5	7.9
Dependency Factor		17.9	36.4	30.0	18.7	23.8	61.8	81.4	70.8	61.2	73.8	39.0	57.0	48.3	36.3	45.2



Table 5A Age Group: All-inclusive, 15+		MALE				FEMALE				TOTAL POPULATION						
LESS THAN GRADE 5		Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.
Numbers - Thousands																
Total : Age-Sex Group		438.0	23.1	20.9	2.4	14.6	418.0	17.1	13.6	1.4	9.0	866.0	40.2	34.5	3.8	23.6
Total in Labour Force		181.5	8.9	7.5	1.0	4.9	71.1	1.2	1.4	.2	.8	252.6	10.1	8.9	1.2	5.7
GRADES 5-8 INCLUSIVE																
Numbers - Thousands																
Total : Age-Sex Group		1747.5	48.9	66.8	12.7	68.8	1773.1	45.8	60.5	8.5	57.0	3620.6	94.7	127.3	21.2	125.8
Total in Labour Force		1201.8	30.8	43.8	8.7	42.2	492.9	8.4	15.1	2.5	11.7	1694.7	39.2	58.9	11.2	53.9
LESS THAN GRADE 9																
Numbers - Thousands																
Total : Age-Sex Group		2186.5	72.0	87.7	15.1	83.4	2191.1	62.9	74.1	9.9	66.0	4376.6	134.9	161.8	25.0	149.4
Total in Labour Force		1383.3	39.7	51.3	9.7	47.1	564.0	9.6	16.5	2.7	12.5	1947.3	49.3	67.8	12.4	59.6
ENTIRE AGE - SEX GROUP																
Percentages																
Non-Participation In Labour Force		21.8	31.1	28.2	24.6	27.5	54.9	78.0	61.4	55.1	62.1	38.7	49.4	45.0	39.9	45.1
Unemployed : Of Those In Labour Force		6.1	15.4	9.5	7.1	8.2	8.1	14.5	11.8	11.6	11.1	6.8	15.1	10.3	8.8	9.2
Dependency Factor		26.6	41.7	35.0	30.0	33.5	58.5	81.2	66.0	60.3	66.3	42.9	57.0	50.7	45.2	50.3

Table 5B  
Age Group: All-inclusive 15+

	MALE					FEMALE					TOTAL POPULATION				
	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.	Canada	N.&L.	N.B.	P.E.I.	N.S.
LESS THAN GRADE 5															
Percentage															
Of Total Population Age and Sex Group	5.8	13.5	9.6	6.3	5.4	5.3	10.2	6.1	3.6	3.2	5.6	10.1	7.8	5.0	4.3
Non-Participation In Labour Force	58.6	61.5	64.3	60.0	66.5	83.0	93.0	90.0	88.8	91.4	70.5	74.9	74.5	70.5	76.1
Unemployed: of those In Labour Force	7.1	18.1	16.3	7.3	7.4	6.1	9.7	10.6	6.5	9.7	6.8	17.1	15.4	7.6	7.5
Dependency Factor	61.5	68.5	70.1	62.9	69.0	84.0	93.6	91.1	89.5	92.2	72.5	79.2	78.4	72.7	77.9
GRADES 5-8 INCLUSIVE															
Percentage															
Of Total Population Age and Sex Group	23.2	28.6	30.7	33.3	25.6	22.5	27.3	27.1	22.2	20.5	22.9	28.0	28.9	27.7	23.0
Non-Participation In Labour Force	31.2	27.0	34.4	31.5	38.7	72.2	81.7	75.1	70.9	79.5	51.9	58.6	53.7	47.2	57.2
Unemployed: of those In Labour Force	6.0	20.1	12.1	7.4	9.1	7.1	17.6	14.0	11.2	12.9	6.3	19.6	12.6	8.3	9.9
Dependency Factor	35.3	39.7	42.3	36.6	44.3	74.2	84.9	78.6	74.2	82.1	54.9	66.8	59.5	51.6	61.4
LESS THAN GRADE 9															
Percentage															
Of Total Population Age and Sex Group	29.0	42.1	40.3	39.6	31.0	27.8	37.5	33.2	25.8	23.7	28.5	39.9	36.7	32.7	27.3
Non-Participation In Labour Force	36.7	44.9	41.5	35.8	43.5	74.3	84.7	77.7	72.7	81.1	55.5	63.5	58.1	50.4	60.1
Unemployed: of those In Labour Force	6.1	19.7	12.7	7.4	8.7	7.0	16.6	13.7	10.9	12.7	6.4	19.1	12.9	8.2	9.7
Dependency Factor	40.6	55.7	48.9	40.6	48.4	76.1	87.2	80.9	75.7	83.5	58.3	70.5	63.5	54.5	64.0



In relative terms, the data do not contain any major surprises for one familiar with the socio-economic trends and problems of the Atlantic region.

As sweeping generalizations, the following describe the situation:

- 1) the proportions of population groups with low levels of educational attainment are significantly higher than the national proportions;
- 2) participation in the labour force by those within the lower levels of educational attainment is significantly lower than is the case on a national basis; female rates and rates for young people tending to show the widest variance from national patterns;
- 3) unemployment rates for those with low levels of educational attainment are substantially higher than for the comparable education groups nationally.

#### Educational Attainment

Examination of the attainment data indicates some interesting variations and trends.

Among the Atlantic provinces, Newfoundland and New Brunswick have the greatest variances from national levels while Nova Scotia tends to show the best levels of attainment which in fact often are better than the national figures. Between the sexes, female attainment levels tend to be greater in all four provinces virtually without exception.

Examination of the data by age groups does, however, show several disturbing trends. It is among the youngest age groups that one would expect to see lower proportions with low levels of educational attainment. This is the case for the less than grade 5 attainment groups, male and female. For those with educational attainment in the grade 5-8 range, however, the proportion has remained at very high levels in comparison with the national pattern. This is especially true for males. Province by province data are indicated in Table 6.

Table 6 Males in the Out-Of-School Population with Grade 5 - 8 Attainment, 1976

Percent of Age Group In Grade 5-8 Range	Canada	N. & L.	N.B.	P.E.I.	N.S.
All Males, 15 +	23.2	28.6	30.7	33.3	25.6
Males, 25 - 34	12.3	21.4	21.2	21.0	16.5
Males, 15 - 24	9.2	25.7	20.0	24.7	18.5

based on data from Statistics Canada, 1976 Census, Levels of Schooling By Age Groups, cat. 92 - 827.

The 15 - 24 age group should warrant particular attention since it should be the " best-educated " group within the population. It is troubling to note that the relative improvements shown in the national figures are not reflected in the Atlantic data. Doubly disturbing is to see that in fact in three of the four Atlantic provinces, the proportion with attainment in the grade 5 - 8 range is actually higher among 15-24 year olds than with 25-34 year olds. This might be offset by greater declines in the proportion of males in these age groups with less than grade 5 but examination of Tables 2B and 3B will indicate this is not the case. A higher proportion of the 15-24 males has less than grade 9 in Newfoundland, P.E.I. and Nova Scotia than is the case with males 25-34. For women, however, we find the reverse is the case. The proportions decline with the lower age group except in the case of P.E.I and here the upward movement is slight. The 15 -24 males with educational attainment falling in the grade 5 - 8 range would make a fascinating sample for more detailed follow-up research. Numbering 33 000, with 12 000 outside the labour force and very high rates of unemployment in 1976, this group has beyond a doubt been one of those hardest hit by the major economic decline of the past several years.

#### Labour Force Participation

Examination of the data indicate clear relationships between level of educational attainment and participation/non-participation in the labour force. Among those with less than grade 5, non-participation rates tend to be very high. Among women, only in P.E.I. do we see the non-participation rate drop below 80 %. Among men, the overall non-participation level hovers around 65 % though there are strong age-related variances with older males having lower non-participation levels and young men having high rates, reaching into the 70 % range for males in the 15 - 24 age range.

For those in the grade 5 - 8 attainment range, proportionally more are active in the labour force. Among women, the non-participation rates cluster in the 65 - 70 % range. As with those in the less than grade 5 grouping, there are few major variances among different age groups. Again the lowest level comes from P.E.I. where, for 15-24 year old women, the non-participation rate drops below 60 %. Among males, again like the less than grade 5 males, there are wide swings in participation relative to age group. Among the provinces themselves, P.E.I has the highest level of labour force activity for each and every age-sex group of the less than grade 9 totals. The highest levels of non-participation in the labour force are consistently found in Newfoundland.



### Unemployment Rates

Patterns of unemployment rates for those with less than grade 9 attainment are consistent with the national trends by age groups. Without exception we find highest rates for both men and women at the 15 - 24 age range with descending levels being found for those 25 - 34, the overall 15+ population, and the 35 - 44 age group in that descending sequence.

Within the Atlantic provinces is a consistent trend which shows for each and every age-sex group of the full less than grade 9 population, the lowest levels of unemployment were in Prince Edward Island. The highest levels of unemployment were found in Newfoundland for all age-sex groups of the full less than grade 9 population with only one exception. That exception, for women, aged 15 - 24, saw Nova Scotia claim the dubious distinction. These trends are interesting since they parallel the highest rates of labour force activity in P.E.I and the lowest rates of labour force activity in Newfoundland.

### Dependency Factors

The result of the trends referred to in the two preceeding sub-sections, i.e. low levels of labour force activity and high levels of unemployment when either is measured against national trends, is obvious. We have used what we call the dependency factor to measure the portions of the age-sex-education group who are dependent on others, either individuals or institutions. In three of the four Atlantic provinces, ( Prince Edward Island being the exception ), these dependency levels, indicating either non-participation in the labour force or unemployment, are higher and generally much higher than the national levels.

Of the P.E.I. case, more perhaps should be said. In time-series data, P.E.I. again will be found to have higher participation rates and lower unemployment rates than the other three Atlantic provinces. The province does however, have a high incidence of seasonal and part-time jobs, a result of the greater role of agriculture and seasonal tourism in the economy. As a result, though the performance relative to the other Atlantic provinces is consistent with reality, there is no doubt about the fact that since the data measure a point close to the peak in levels of economic activity, the P.E.I.- Canada comparisons are somewhat distorted and an artificially favourable picture is presented of the situation. Were time-series data to be available, subject to seasonal adjustment practices, the result would certainly be a less favourable position for P.E.I. in comparison to the national patterns.

## Education as a Significant Variable Relative to Employment Status

The ultimate focal point of consideration of these data should really be the relationship between educational attainment and employment status along with consideration of sub-relationships involving employment stability, levels of income and capacity for mobility. These in fact fall outside the parameters of this study just as, in strict terms, the unemployed and those who are not in the labour force fall outside the parameters of the Task Force's mandate.

However, given the situation in the Atlantic provinces, it is impossible not to give recognition to some of the basic realities which exist. Given the general trends which may be observed about the relationships which exist between educational attainment, labour force participation and the likelihood of employment, one might like to be able to conclude that upgrading and training for the un/underskilled would be the key to dealing with the long-standing employment gaps in the region. That is, or might be valid to the extent that the demand for labour is there or will emerge to utilize the available supply. Canada has had an unusually rapid rate of growth in its labour force and in the creation of new jobs until just recently. However, in the Atlantic Provinces, job creation has not kept pace. The major problem of structural unemployment has in fact intensified. Retraining and reskilling of those at work is important but equally critical are the needs of those who are unemployed or who are recorded as "outside the labour force" because of the absence of the possibility of employment. Coincident with education and training needs for these people which must be satisfied is the equally vital need for effective job creation. Without a growing job base, the provision of training will either produce frustration and little else, or else will require exile from the region to find opportunity for employment. The cartoon below is an amusing reaffirmation of the potential for the generation of frustration as a result of divergence between the supply of and the demand for labour.





At a time when the economy is in a severe recession, there is a degree of validity to the above-stated needs in virtually every region of the country. Virtually nowhere, however, is the ingrained structural unemployment problem as severe as in the Atlantic provinces, compounded by the relatively lower levels of skills of a higher proportion of the population.

The contents of Table 7 clearly indicate the intensity of the problem in comparison with national patterns and do so with 1976 data. The probability is high that the variance between the Atlantic provinces and the national data has intensified in the wake of the economic slowdown since 1976.

Table 7 Job Vacancies, the Unemployed and Ratios Between the Two, 1976

area	Full-Time Jobs Vacant, II Q.	Number of Unemployed		Ratio: Unemployed: each vacancy	
		< grade 9	Total	< grade 9	Total
Newfoundland	600	9400	27 400	15.6 : 1	45.6 : 1
New Brunswick	1200	8800	27 000	7.3 : 1	22.5 : 1
P.E. Island	100	1000	4 500	10.0 : 1	45.0 : 1
Nova Scotia	1000	5800	30 100	5.8 : 1	30.1 : 1
Atlantic - Total	2900	25 000	89 000	8.6 : 1	30.7 : 1
Canada	49 300	124 500	699 000	2.5 : 1	14.2 : 1

Statistics Canada, 1976 Census, Labour Force Activity, cat. 94 - 806 and  
Quarterly Report on Job Vacancies, Fourth Quarter, 1976, cat. 71-002

The relationships shown above indicate all too clearly the shape of regional disparity within the labour market in the Atlantic provinces. The implications for manpower policies are clear. There are special needs for training and skill development for those not in the ranks of the employed and there are equally pressing needs for policies which will create job opportunities which can utilize the existing labour surplus in the Atlantic region.

## Educational Attainment and Special/ Minority Groups

It is not unreasonable to expect to find wide variations in the levels of educational attainment either between specific geographic areas or among particular groups of the population. This section will provide some illustrations of the variances which can be found. It may be noted in passing that, with the exception of Census data, reliable and widely-based data which has educational attainment as a variable is difficult to obtain. Comparative use of what is available is more difficult still because of variations in format and absence of enough data to standardize the frames of reference. Because of the very short time-frame available for this study, most of the data below is for Nova Scotia cases. We believe, however, that the variances from overall population groups are typical of what would be found in the other Atlantic provinces.

Wide geographical variances may be found within the provinces though these are less pronounced in Prince Edward Island. Census data provide county by county comparisons. The almost standard pattern is one of direct relationship between the degree of urbanization and educational attainment levels as indicated by the table below which provides data on those two counties which had highest and lowest levels of educational attainment in Nova Scotia. The lowest levels are found in two of the most rural of the areas within the province while the two highest levels are found in counties which are most urbanized.

Table 8 Geographic Variance in Educational Attainment in Nova Scotia, 1976

% of out-of-school population with less than grade 9	male	female	m.+f. total	total number in county pop.
Halifax County	21.4 %	18.3 %	19.8 %	184 020
Colchester County	27.2	17.9	22.5	27 835
Richmond County	45.7	38.6	42.3	7825
Guysborough County	52.8	37.3	45.3	8410

Statistics Canada, 1976 Census, Population: Demographic Characteristics, School Attendance and Level of Schooling, cat. 92-826.



There has been an extensive data base compiled which covers, among other groups, identifiable minority groups. This data base compiled by the Institute of Public Affairs at Dalhousie University, Halifax, is unfortunately still primarily in raw form. Lack of time forced us to have to be satisfied with some statistics which had been compiled from this data base within studies which have been completed in the Institute's Marginal Work-World Research Program. The three specific minorities who should be targets for study are the Acadians, the Micmacs and the Blacks. All three are covered within the data base. To this point in time however, the data on the Acadians is almost untouched and only a small amount of information dealing with education as a significant variable is available on the Black population. More extensive statistics are available on the Micmacs from a just-released study. It will be noted that the grade groupings used in data from this data base are not directly comparable with the Census data since they are built around the 6-3-3 organization which is the scheme generally used in the Atlantic region whereas the Census data is broken down in a way which is modeled on the Ontario system.

Table 9 Minority Group Samples, Educational and Labour Force Status, N.S., 1975-76

% of Out-of-School Population Sample	Blacks	Micmacs		Majority Group Samples	
		On Reserve	Off Reserve	East Shore	SouthWest N.S.
Less than grade 7	32.9	29.7	22.4	30.4	16.4
Grades 7-9 inc.	45.7	49.3	28.7	40.2	37.1
Less than grade 10	78.6	79.0	51.1	70.6	53.5
In the Labour Force	58.4	64.0	55.3	41.2	46.8
Regularly employed	65.5	24.7	69.3	41.2	78.2
Irregularly employed	22.3	36.8	22.8	41.8	18.4
Unemployed past year	12.2	38.5	7.9	17.0	3.4
Number in sample group	c.1800	c.1200	c.100	c.400	c.1400

data compiled from: Wien and Brown, A Report on Employment Patterns in the Black Communities of Nova Scotia, ( first draft ) Marginal Work World Research Program, Institute of Public Affairs, Dalhousie University, 1981 and Fred Wien, A Socio-Economic Profile of the Micmac Population in Nova Scotia, Institute of Public Affairs, Dalhousie University, 1982.

Comparable data for those who were in the labour force are also available for the Blacks and on-reserve Micmacs.

Table 10 Educational Attainments, Minority Groups in Labour Force, N.S., 1975-76

% with educational attainments of	Black Sample	Micmac Population On Reserves
less than grade 7	26.9	19.7
grades 7-9 inc.	45.8	52.5
less than grade 10	72.7	72.2
( sample size )	( 1081 )	( 1217 )

from Wien and Brown, op.cit , table 3 and Wien, op.cit, table 3.6.2

More detailed data on the Micmac population with examination by age groups and by sex is also available.

Table 11 Educational Levels of the Adult Micmac Population on Reserve, 1976

Level of Education	percentages		
	Male	Female	Total
less than grade 7	29.0	30.6	29.7
grades 7-9 inc.	52.6	45.6	49.3
less than grade 10	81.6	76.2	79.0

from Wien, op.cit. , tables 3.1.3 and 3.4.1 , ( sample sizes, c. 1750 )

Table 12 Educational Levels of the Adult Micmac Population on Reserve, 1976

% with educational attainments of	Age Groups				
	15-19	20-24	25-34	35-54	55 +
less than grade 7	7.9	7.9	8.1	38.0	82.2
grades 7-9 inc.	77.2	57.6	57.9	48.8	15.9
less than grade 10	85.1	65.5	66.0	86.8	98.1

from Wien, op.cit , table 3.3.1 ,(sample size 1747 )

Individuals receiving various categories of social assistance should be a focal group for equation with educational attainment. Unfortunately in most instances, educational level is not monitored as a variable in social assistance statistics. We have been able to obtain two sources of data where educational level is a measured variable. These are for the recipients of provincial social assistance benefits in Nova Scotia and Prince Edward Island. The P.E.I. data has only one composite figure for all under grade 9 with grade groups above that level. This can be contrasted with the Nova Scotia data to provide the following comparison.

Table 13 Educational Attainments and Provincial Social Assistance Recipients, Nova Scotia and Prince Edward Island, as at March, 1983

Educational Level	Nova Scotia		PEI	
	Number	% of Recipients	Number	% of Recipients
less than grade 9	12 286	60.0 %	2740	55.3 %
grades 9 and 10	5298	24.1 %	1206	24.0 %

data from Prince Edward Island Department of Health and Social Services and Nova Scotia Department of Social Services

The above data dealing with various minority and special groups are very fragmented but do provide some indications of conditions which exist. They could be reinforced with other data measuring the incidence of low levels of education within groups in the population who experience unusually low levels of labour force participation, employment or income. For example, as at the time of the 1976 Census, 35.8 % of the heads of single parent families ( 7675 individuals ) had less than a grade 9 education.<sup>1</sup> The overall incidence of low levels of education or vocational training is a well-established significant variable among low-income families. The percent of incidence among low income families in Nova Scotia, based on 1971 Census data showed an incidence of low income of 21.4 % for heads of households with less than grade 5 and 18.8% for those with grades 5-8 inclusive.<sup>2</sup>

1. Statistics Canada, 1976 Census, Lone Parent Families, cat.93-833, table 3.
2. Ronald W.J. Smith, Employment and Poverty, Working Your Way To Poverty In Nova Scotia, Institute of Public Affairs, Dalhousie University, 1976, table 2.





PART II - ADULT BASIC EDUCATION IN THE ATLANTIC PROVINCES

Numbers Involved in Programs In Place

The following table indicates numbers enrolled in various categories of programs within the Atlantic provinces during 1981-82.

Table 14 Enrollment Levels in ABE Programs, Atlantic Provinces, 1981-82

Program Category	N.S.	N. & L.	P.E.I.	N.B.
BTSD *	1152	459	93	{ 1182
JRT *	413	140	42	
Correspondence <sup>2.</sup>	93	--	--	1032
CEW *	264	130	12	357
FLT/ ELT *	188	162	12	650
Concurrent Generic *	304	---	20	---
WAP <sup>1.</sup>	232	250	--	---
GED <sup>2.</sup>	1435	1637	132	{ 13621
Continuing Ed./ Extension <sup>2.</sup>	5211	1215	215	
VRDP <sup>o</sup>	36	196	included in other groups	
Apprenticeship Training *	3914 (+250 part-time)	2500	300	3461
Volunteer Literacy <sup>3.</sup>	401	80	60	400
Total	13 643 (excludes 250 part-time)	6769	886	17 242
Total as % of less than grade 9 population	9.1%	7.4%	3.5 %	10.6 %

\* Federal funding through CEIC (CEW = Career Explorations for Women)

<sup>o</sup> Federal funding through Health & Welfare (CAP)

1. Federal funding through Canada Assistance Plan (WAP = Work Activity Program)

2. Provincial funding (GED = General Educational Development)

3. in Newfoundland, called "Teachers on Wheels"

Programs - Nova Scotia:

Department of Education: Adult Basic Education is defined as literacy education, academic upgrading, high school equivalency classes and English As A Second Language. The Department of Education gives the provision of ABE the highest priority in its regulations for the expenditure of grants to local district school boards. This priority is tempered by other factors. Provincial funding for ABE is in conflict with other higher priorities and for the 1983 year, funding for these programs has, in fact, been cut. In addition, the province has not considered it possible to implement a policy of subsidies to facilitate access to the provincially-supported programs such as providing training allowances or by providing day-care on site. While the Department of Education guidelines to district school boards recommend that no fee be charged for ABE courses, there is in fact some variability in fee policies among the 21 school boards.

In co-operation with CEIC, a generic skills BTSD program is offered, tailored to a specific occupational goal.

While the Nova Scotia Department of Education endorses special efforts for the provision of programs to ethnic minorities, there is no requirement by the province that school boards must make this effort. There is little evidence of efforts by boards in this direction.

The Department supports through text materials and training grants the work of 20 volunteer literacy councils across the province.

Department of Labour: The Department of Labour does not include academic skills in math, science or communications in the apprenticeship program. If a worker is recommended by the employer into the apprenticeship program, the Department is prepared to look at equivalents to the formal academic achievement when the worker lacks the minimum grade level for entry. The worker is encouraged by the apprenticeship councillor and by the employer to make up these deficits on his own time and money. The number of apprenticeable trades where grade 10 or less will be acceptable entry is constantly diminishing. Included there now are boiler maker, bricklaying, cooking, machinist, MVR body, MVR bus & transport, residential oil burner, plumbing and sheet metal. These training opportunities on the job will decline for undereducated workers because of (1) pressure from industry and the Provincial Apprenticeship Board to raise entry grade level to grade 10 to ensure that the student/worker has the necessary math and science and (2) lack of candidates since the number of Pre-Employment seats in these trades being financed by CEIC is substantially diminished.



Department of Social Services: The Nova Scotia Department of Social Services refers all clients in need of job training and academic upgrading through its Rehabilitation Counselors to programs operated by the Department of Education. While some municipal units such as the City of Halifax operate their own job training programs such as Project 50, these are not supervised by the provincial department.

#### Programs - Prince Edward Island

Department of Education: The P.E.I. Department of Education does not deliver ABE programs. These are now the responsibility of Holland College, the provincial community college system which uses facilities in a number of communities across the Island. Full-time ABE is only available through CEIC sponsorship of BTSD and JRT and requires a grade 6+ performance on the TABE. This program no longer has provincial seats or financial contributions. Part-time ABE upgrading is conducted by the Continuing Education section of Holland College with provincial funding.

Holland College cooperates with employers to provide workers with training which combines on-the-job skills with necessary academic skills. Workers, especially on routine jobs, are taken out on a rotational basis for set periods of time within the workday, usually two to three hours a week. Both federal and provincial levels of government provide funding with the provincial portion being 25%.

Department of Labour The P.E.I. Department of Labour has an open policy for apprenticeship provided that the candidate is 16 years of age, has at least grade 10 or equivalent and is employed. A pre-apprenticeship program of concurrent training is presently being implemented to upgrade academic skills in math, science and English. Approximately 8 to 12 weeks of academic upgrading is added to a core training period of 36 weeks. While the program is too new to allow substantial comment, it should likely be beneficial.

In addition to full-time apprenticeship training, there is a part-time program for tradesmen improvement training. Participants are journeymen or those trying to achieve journeyman status.

At present, many apprentices are out of work, bringing the program numbers down. The Department could provide the training during this slack time but candidates are not interested given the absence of available jobs.

Department of Health and Social Services: This department sponsors several job creation projects for clients on social assistance who are paid a wage and possibly a supplement to bring them up to the equivalent amount of social assistance. These programs concentrate on employment preparation skills such as job hunting techniques, job applications, resumes and interviews. There is no academic upgrading provided; clients would be referred to Holland College for upgrading. Access to day care is a problem for this group since day care space made available gives priority to others such as children in risk of child abuse and neglect.

#### Programs - Newfoundland and Labrador

Department of Education: The Department of Education operates both full-time and part-time programs directly. ABE is defined as a process whereby an adult acquires essential academic and interpersonal skills which allow for independent functioning as a citizen, as a parent, and as a worker. ABE programs include basic skills in academic upgrading as well as functional and living skills. English as a Second Language and High School Achievement are included under ABE. Part-time programs include basic reading classes; the ABE certification program in Math, English and Science given at night school and leading to high school completion; the public examination (university) preparation program; and the GED high school equivalency. Full-time programs include those for special needs groups such as JRT, CEW, Training For Tomorrow ( for sole-support parents ), and Career Exploration for Youths. Language training receives 90% federal cost-sharing for full-time and 40% federal cost-sharing for part-time programs; these programs are intended to give a basic working level of competency. Programs for the Disabled under VRDP with 40% C.A.P.funding provide educational upgrading for physically and mentally handicapped persons. There is 10% provincial participation in the BTSD program of Math, English and Science, leading to high school equivalency.

The provincial introduction of grade 12 has had a considerable impact on enrollments and program structure in ABE. Enrollments in all ABE programs increased substantially in 1981-82 because of a special recruitment campaign " Last Chance For a High School Certificate " under the old system's provision for high school completion at grade 11. A major structural change in ABE has been introduced, dropping all references to years of study and grade levels

The old labelling system has been replaced by one with four levels: Level 1 ( literacy to grade 7 ); Level 2 ( grades 8 & 9 ); Levels 3 and 4 ( to high school completion. Certification will be provided upon completion of each level.

Increased enrollments in ABE programs have had a substantial spin-off effect with overall increases in all programs at the post-secondary level. There seem to be two basic reasons for this; there is nothing else to do, given the severe shortage of jobs and the additional fact that those jobs which do exist require increasingly higher qualifications.

Department of Labour: The Department of Labour does not offer any programs per se for the undereducated worker. Grade entry levels range between 8 and 11 for about thirty designated trades. Persons who cannot meet the national standards for an interprovincial ticket may be eligible to receive provincial certification which is at a lower standard. The Department is in the process of phasing out programs whereby earlier entrants from about 25 years ago and with education levels in the grade 6-8 range were able to obtain journeyman status. These people are instead now being issued permits to recognize their on-the-job skills, but they will no longer have the opportunity of obtaining journeyman status.

Department of Social Services: This Department operates two Work Activity Programs to develop good work habits and teach life skills. Academic upgrading and literacy are not an integral part of these programs but may be included if absolutely necessary. In addition there is a job creation program in community development which has reached 10 000 people since 1976. A follow-up study indicates reasonable success in instilling a desire for jobs with 77% of the 6000 in the follow-up study no longer on social assistance. Another program closely co-ordinated with social assistance programs is "Employment Opportunities" . With the major part of its funding from the province of Newfoundland, it has provided short-term employment through 2500 jobs in 1982-83 with a budget of six million dollars. The commitment of the Department to provide supervision and co-ordination directly at a provincial level is seen as an important factor contributing to the success of this program.



Programs - New Brunswick

Department of Education: The New Brunswick Department of Education does not offer ABE programs directly. These are the responsibility of the New Brunswick Community College and its ten campuses. All programs are tuition-free and because of the distribution of campuses across the province, programs are readily accessible to all communities, either on campus or by extension. Academic upgrading programs are offered through night school at levels up to grade 6 though generally excluding literacy instruction. These programs require 10-12 participants in order to be conducted and are for the participants' personal interest or their own specific goals. Full-time BTSD programs are available in either English or French, geared to the individual's occupational goal. Concurrent training is provided by documenting the student directly into the trade area from which the student moves out to the resource centre for academic skills as required.

Virtually all literacy instruction is carried on by the 14 volunteer literacy councils who receive support in the form of text material from the N.B. Community College.

The College has assisted employers such as Sobeys ( a regional supermarket chain ), Co-op Food Stores, and local industries with workshops on metric training. These were conducted during the workday by Extension Services division of the College.

A program of Pre-Technology Upgrading in Math and Science is available to those completing BTSD or out of high school a number of years and wanting to enroll in technology programs. This is available in English in Saint John and Moncton and in French in Bathurst.

The College has also provided contract training for about 600 persons per year coming in from industry to upgrade their academic skills and also has developed a Mobile Hospitality Training Unit which has provided part-time training to about 1500 persons for the service sector.

Department of Labour: The Department of Labour offers about 20 apprenticeable trades which require entry level of grade 10 or below. The committee representing industry employers and the Department finds these entry levels quite adequate in contrast with the Community College which generally requires a higher level entry requirement. Completion of the apprenticeship program takes three to four years in six week block release segments. The program well received by employers, cannot be completed in a shorter time period.

In some instances, apprentices may complete Block 1 by Correspondence Study but they write the same block exam as all other apprentices. Trades requiring grade 8 entry include bricklaying and cabinet-making; grade 9 entry programs include construction boiler maker, architectural drafting, mechanical drafting, electrical construction, electrical motor repair, operating lineman, heavy equipment operator, joinery, machinist, MVR painting, and MVR electrical fuel systems. All programs are funded by CEIC except that for firefighters which is offered with provincial funding.

### Barriers to Access and Program Delivery in the Region

The following have been identified by government staff members in various departments across the Atlantic region as particular concerns and problems. Identification of province(s) expressing the concern is either made within the discussion or by bracketed identification following the specific section.

1. Day care : Day Care is consistently a problem across the region. The lack of availability of affordable and accessible day care deters many women from participation in both full-time and part-time ABE programs. In New Brunswick, only one ( Bathurst ) of the ten campuses of the New Brunswick Community College has day care on site. In Prince Edward Island, Holland College is attempting to organize a program of assertiveness training and academic upgrading of 16 to 20 weeks duration for single mothers which would have day care services available on site.. Like the other provinces, Nova Scotia has a rising number of sole support mothers who lack the education and employment skills to support themselves or even be eligible for many federally-funded job training programs. In Nova Scotia, 62.3% of single parent families have heads with less than grade 11. Coupled with this is the shortage of subsidized day care seats in the province which, with 34 seats per 1000 preschoolers, falls well below the Canadian average of 50 seats per 1000 preschoolers. Newfoundland, with 7 seats per 1000 preschoolers, ranks lowest in the country in the provision of day care. A serious barrier, therefore, especially for women, is lack of day care, hampering their participation in ABE programs, skill development and in employment itself. The majority of programs and employers not only fail to address this issue but do not even consider it a matter for their concern. Failure to address this need will make it difficult to realize the projection that female participation will account for about 65 % of labour force growth in the 1980's. (Dodge, 93) ( NS,NB,PEI, Newf.)

2. Factors related to CEIC roles in programs:

- (a) a lack of follow-up on why people drop out of programs (NB)
- (b) training allowances are well below the poverty line (PEI)
- (c) CEIC counselors do not get names of clients who could be served by other programs and fail to provide cross-consultation and program counseling in co-operation with related delivery agencies (PEI)
- (d) CEIC policies and criteria for client selection block out those with the greatest need for ABE (PEI)

3. Conventional traditional channels of delivery: These channels do not always work as effectively as is needed. ABE courses need to be given under more flexible conditions - drop-in centres, community centres, shopping centres or at the workplace - at times convenient to the user, with greater emphasis on practical needs rather than grade school skills (NS)

4. Special needs groups: Adults with special needs and adults from ethnic minority groups, especially young males, are not well served by present programs. Lack of federal cost-sharing in the provision of interpreter service for the deaf participating in educational and skill development programs restricts the number of the deaf who can benefit from such programs as well as limiting the number of programs which are available to the deaf. There is an urgent need for ABE programs with content and delivery style meaningful to Indians and Blacks. (NS)

5. Apprenticeship training: Training programs fail to include some new, high-demand jobs such as roustabout and roughneck which do not have clearly defined duties or levels of skill. There is a need to expand the apprenticeship program to include these types of jobs, particularly in anticipation of offshore oil and gas related employment opportunities, to ensure that workers can be qualified, certified and employed in these new fields. (Newf)

Many persons who were enrolled in apprenticeship training have lost their jobs and therefore their access to training. Since even qualified journeymen are also unemployed and will receive first access to jobs, in many cases it will be some time before apprentices will again have access to employment and hence to training. This delay will aggravate the anticipated skills shortage predicted for five years from now. It is necessary to reduce the amount of time required to complete apprenticeship training in order to meet the demands of the marketplace. (Newf)



6. The job qualifications gap: This gap is widening and bypassing the undereducated. A large part of the population is now excluded from jobs because of artificially high requirements set by employers within a labour surplus environment to ensure they will get the best workers available. It is necessary for industry and government-funded training programs to set more realistic levels of school achievement in relation to the actual performance requirements of jobs. In addition, where jobs are available, the impact of high technology widens the gap between the job requirements and the skills of the available labour pool. ( NB, Newf.)

7. Limited financial resources: The financial resources available are not equal to the problem of the undereducated and underskilled adult. During the past twenty years, the provinces have learned how to provide ABE programs but since the mid-1970's, these programs and delivery mechanisms are being steadily destroyed because of their dependence on federal money. Before counting the costs of mounting such programs, there is need to examine the cost of not dealing with the problems. Illiteracy is a human resource loss which deprives society of the potential productivity and creativity of over 30% of the adult population in the Atlantic region. It results in greater costs in social services, health care, and frequently correctional services. With fewer people productively employed, there is a small group supporting a group which is growing increasingly expensive. Society cannot continue to exclude and disenfranchise this group; neither can it afford the luxury of carrying such a substantial proportion of the population as non-productive members. ( NS, Newf.)



PART III THE WORKPLACE, THE UNDERSKILLED EMPLOYEE AND EXISTING TRAINING PROGRAMS

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A) Perceptions of Boards of Trade and Chambers of Commerce

There is unanimity among all contacts, not just those in the business community, that job opportunities for those with less than grade 10 education would range from severely restricted to non-existent over both the short-term and the long-term. Shortages of jobs for the underskilled in the short-term are due to the high unemployment rates which allow employers a high degree of selectivity in choosing from well-qualified and over-qualified workers. Job shortages over the long-term were seen to be caused by the disparity between the job requirements and the low skill level of the labour force. The jobs that will come out of improvements in the economy and from technological change will not be opportunities for the undereducated. The rising demand for increased certification means that those who lack essential credentials will be penalized even more by the qualification gap. (Newf.)

Sustained levels of job opportunities for the underskilled :

No significant change is foreseen in the demand for waiters and waitresses, janitors, bar-tenders, garbage collectors, chambermaids, cooks and other low-skilled service industry jobs. These jobs will continue to exist with the same structure and tasks and with the same demand from employers. The tourism industry, one of the primary sources of employment in the region, does not expect any major technological impact or dislocation except that directly resulting from the economic recession. (APEC)

There will always be a need for labour in agro-industry and in construction but at levels of employment which probably will not exceed 60 - 65% of the potential labour force. (APCC, PEI)

Marginal workers will be able to find seasonal employment in the fishery, cutting pulp and on the farm where there are, relatively speaking, more job opportunities for which education is not a requirement. (APEC)

The emphasis in the new National Training Act on provision of training in the high technology areas means that a large group of people, those with the greatest need, will not have access to any form of training. They can't get jobs because they won't meet the entrance requirements even get skill development because they won't meet the entrance requirements for high-tech courses. These people are increasing in numbers but there's nothing available for them. (CB BoT)



Diminished levels of job opportunities for the underskilled:

Jobs will disappear in those sectors where labour costs are uncompetitive, nationally and/or internationally, and where there are no technological breakthroughs in Canada to reduce labour costs. The outcome will be that these jobs will be lost to lower wage countries. Industries like steelmaking, auto parts and textiles are actually contracting in Canada with the inevitable loss of production line job opportunities which have been previously available to the worker with lower levels of education.

The training and supply of welders and machinists is badly out of synchronization with the demand of the industries which traditionally take up these workers.

A major clerical dislocation of about 25 - 30 % of people employed in this field is anticipated shortly as traditional clerical skills become redundant and the functions are performed by microcomputers. (APCC )

Automation is eliminating jobs in manufacturing and processing. Large fish processors like National Sea Products and H. B. Nickerson & Sons are turning to automation to remain competitive. Economic pressures on the industry will likely produce significant decreases in the demand for workers here over the next few years compounded by significant excess productive capacity in the industry. The implications for the industry are severe; the wider implications even more pressing when one recognizes that the vast majority of people who will be affected are un/under-skilled, that alternate employment options are very limited and that in many cases, the plants which may be affected are the single employers in one-industry communities. (APEC )

Job opportunities in other primary resource industries will continue to shrink because because of mechanization and raised expectations of performance. The individual who could run his own fishing venture or cut pulp as a free agent is now confronted with the necessity of record-keeping because of growing government regulation. To be able to comply with these needs, such people are implicitly under some pressure to improve their math and reading skills or go out of business.

Where once all a pulpcutter needed was a chainsaw, there are now required training courses for operating equipment in pulping on Crown Land. The math and reading demands result in some pulpcutters opting out of the training, thereby losing access to Crown Land cutting and restricting their employment and income opportunities.

Increased levels of job opportunities for the underskilled:

Recreation is one area of activity just beginning to open up in the region in a significant way. With an improved economy and increased leisure time resulting from shorter work weeks, more people will be spending time and money on recreational activities. There should be growth in sales jobs for recreational equipment from tennis balls to yachts; in maintenance and repair of some of this equipment; in instructing others in new recreational pursuits and in careers as professional or semi-professional athletes. There will be an increased demand for workers in playgrounds, craft-related industry, and health spas. None of these need require a high level of education, and as long as the well-educated remain able to find employment in other sectors, this field could be a major possible source of employment for those with low skill levels.

Care of the elderly will be another area of increased employment opportunity, coming as a result of the aging of the Canadian population. Out of the increased demand for health care services for the elderly, for assistance with home maintenance, and for co-ordination of recreational and social activities will come a number of jobs which do not have to require professional certification. (APEC)

The answer is not to be constantly extending educational programs and requirements but to make a realistic appraisal of what the job actually requires and fit this to the available pool of workers. (APCC)

Relative work capabilities and habits of the underskilled:

As a general rule, the underskilled worker is less well-motivated, shows less initiative and a lower level of commitment to the job. (APEC)

Long periods of unemployment have made people undisciplined. The unemployed get used to taking time off for fishing and deerhunting and they expect to continue to do the same thing when they do have a job. They are conditioned by the absence of work to be inconsistent or late. There is more involved than an educational or economic barrier; there is also an ethical situation about giving a day's work for a day's pay. They don't think that way. (APCC)

Many of the underskilled lack the personal judgement as well as the social and interpersonal skills to hold a job over a sustained time period. Their work habits are less related to level of achievement in academic background than are their interpersonal skills.

Reading between the lines, people get bored at production line jobs. They feel the jobs themselves aren't very meaningful, so it easier to rationalize taking time off for inappropriate reasons. Because the job is not perceived as very important, the worker does not perceive himself as very worthwhile. Low levels of self-esteem in turn promote the increased likelihood of discipline problems and poor work habits.

Integrating the underskilled into the workforce:

To attract industry to Atlantic Canada to create very badly needed jobs, a highly skilled labour force is needed. A first step in counteracting the high proportion of young people with low levels of education is better counseling and screening within the schools and training institutions to help young adults identify jobs and also the kinds of skills which they can handle. (APEC)

The skill development of the workforce is lagging behind the pace of the implementation of technological change. Training is needed which leads to actual jobs. There has been too much training without regard for the demands of the workplace so we end up with too many hairdressers and not enough machinists. In addition a better job needs to be done in developing the training curriculum in close consultation with employers so that the training people receive matches up better with employers' needs.

The essential element in integrating the underskilled into the workforce is to provide a better match between employees and jobs. We need a better economic climate with plants operating to capacity. Then industry will take action to bring the available labour pool into the plant, even the underskilled, and will provide the training to get the job done. (APCC)

On the other hand it has been recommended that we accept the growth in the number without jobs and look to robotics, for example, as a means of enhancing productivity. It was also suggested that the best workers should get priority access to additional training to facilitate their conversion to new job requirements. There is a strong need to change traditional thinking in order to get both workers and employers to change their training demands.



Repeated comments on how to integrate the underskilled into the workforce also included:

- ( 1 ) reduce job qualifications to more realistic levels in line with actual performance demands of jobs;
- ( 2 ) training for the underskilled to emphasize personal development skills, to learn to deal with the public in a positive way, to develop good interpersonal skills with fellow workers and supervisors;
- ( 3 ) training is needed to provide access to high-tech programs: even with automation and computerization, there will still be workers needed to operate, repair and maintain the equipment. Some of these jobs should be made available to the group presently outside the labour force.

Key to reference markers in this group:

APEC - Atlantic Provinces Economic Council

APCC - Atlantic Provinces Chamber of Commerce

CB BoT- Industrial Cape Breton Board of Trade

## B) Perceptions of Trade Unions and Labour Organizations

### Sustained levels of job opportunities for the underskilled:

1.) The fishery, both directly on the boats, and indirectly in the processing plants, should continue to provide employment. Automation has been tried, for example at National Sea's large plant at Lockeport, N.S., but there is no machine yet that can fillet a fish as expertly as a skilled worker. Automation has had an impact on cutters who are being replaced by cutting machines. The number of jobs in that particular processing stage has dropped but there have been new jobs created.

2.) In the pulp and paper industry, another key sector in the region, levels of employment for the underskilled will be sustained by seniority rights in contracts. The undereducated are generally older workers who have established seniority in their classifications.

3.) The service sector is another sector where opportunities for the underskilled are not likely to change significantly, especially in areas related to the tourism and hospitality industry.

### Diminished levels of job opportunities for the underskilled:

1.) Hiring practices at Sydney Steel and Devco which operates the mines in Cape Breton, now require a minimum of grade 10 for any position. Since these dominate the industrialized Cape Breton area, the result is that there are negligible numbers of positions for the underskilled in this area. Heavy layoffs have hit this area and many older workers who tend to be underskilled have been encouraged to take early retirement.

2.) Clerks in retail and grocery stores are finding that the number of jobs is shrinking. There are few existing jobs which now have workers with grade 9 or less and there will be even fewer in the future as the absolute number of retail sales jobs shrinks.

3.) Future employment in the pulp and paper industry depends on a minimum of grade 10 and generally a higher level is required. It is not likely that new employment opportunities will be found in this industry for those with low education and skill levels.

4.) Greater mechanization and financial pressures in agricultural processing will lead to a substantial decrease in jobs in agriculture and in food-processing.

5.) New mines projected for Cape Breton will require even higher levels of education and skills. Devco's present grade 10 minimum may well be increased in the face of increased mechanization. Mechanical and electrical trades will be even more important and the undereducated will not have the academic level needed to get into the trades in the first place.

Increased levels of job opportunities for the underskilled:

The only specific area which was mentioned in all our contacts with organized labour as one where there might be an increase in the opportunities for the underskilled were in the support field in the paper industry, i.e. independent cutters or truckers.

Relative work capabilities and habits of the underskilled:

1.) The low productivity of the underskilled may be skill-related, but it may also be related to the nature of capital invested and also to management skills. More often than not, it is the result of the lack of opportunity to grow and improve in performance.

2.) Workers at lower level jobs have traditionally feared the impact of automation. They are dependent on management who has a responsibility to make workers aware of what is coming, and to make adequate provision for the impact of automation. This is likely to happen for the better-educated employee, given management's needs and priorities, but it means that workers with lower education levels will be left to sink or swim and unless there is union protection, they will likely sink.

3.) The underskilled tend to remain in labouring jobs. Even if opportunities for training are available, they may not take advantage of these because they lack both the basic skills and the self-confidence. This lack of confidence also has an impact on labour mobility. The under-skilled worker often remains in a dead-end job because of the security of a known job and place rather than risk the insecurities of new and unknown situations and places.



Integrating the underskilled into the workforce :

1.) Jobs can be made available to younger workers through retirement and early retirement of older workers.

2.) New jobs can be created but the target must be jobs which are well-founded and economically viable. Make-work projects are generally fleeting opportunities which do not last.

3.) There are many instances where even those with lower skill levels could absorb some degree of high-tech training which would increase their chances of economic survival. For example, there is a critical need for basic computer literacy among clerks and other people in the retail service field.

C) Sample of Employer-Delivered Programs for Underskilled Employees

employer	# of employees under grade 9	# jobs needing under grade 9	total # employees	future openings for unskilled	programs for job-skill training for employees	# en-rolled	programs for academic upgrading for employees	# en-rolled
National Sea Products (fish products) (plants) (across region)	2450 mostly in rural plants	5600	7000	nil; new employees must have grade 10+ skills in fishery	Yes: 1) use of slide-tape shows to demonstrate trimming, 2) training for new employees on cutting line by supervisor who trains the new cutters in groups of 6 to 8 for 30-60 days; over 60% of new employees successful in the training, 3) on-the-job training for journeymen in maintenance, 4) training in Amesian sign-language was provided to line supervisors who oversee four deaf employees	all new staff; c.300 per year	No: If the worker is in the right job, they don't need it; if they get more education, they will not stay with the job because of dissatisfaction with routine and the few opportunities for promotion	nil
Ultramar (refinery) (oils) (Newf.)	30 all were hired 10-20 years ago	none all now require special skills	300	nil; new employees must have grade 11+; most have technical or university	Yes: 1) staff sent to trade school courses. Time off given for apprenticeship courses. 2) also night courses	10 a year	No: No longer hiring the category of worker who would need such	nil
Crosley-Karastan (carpets) (N.S.)	250	personal attributes are more important than educ. grade 12 does not guarantee a good worker	350	yes; the under-skilled will feel lucky to get a job here while the better educated don't stay	Yes: 1) orientation of 6 to 32 weeks depending on the job assignment 2) apprenticeship program in co-operation with CEIC, Labour & vocational school	1) all new staff 2) 15 a year	Yes: co-operated with local literacy council to provide volunteer tutoring for illiterate workers; some done on site; most done off the work site	15

employer	# of employees under grade 9	# jobs needing under grade 9	total # employees	future openings for unskilled	programs for job-skill training for employees	# enrolled	programs for academic upgrading for employees	# enrolled
Maritime Tel. & Tel. (private phone co. ( N.S.	very few; hired 20 or years ago	nil	1800	none; now new employees must have at least CAAT level	Yes: 1) Priority given to people in craft section because of the technical advances in industry; 2) everyone receives maintenance training to keep up with changes and demands of present job	100 % of staff	No: Co. does recognize that there are reading & writing deficits within staff but has responded by "hands-on" training to reduce demands for reading & writing	nil
Scotian Gold ( food processor ( N.S.	30	jobs in packing and in grading; in 3 yrs, these all will be automated	100	nil	Yes: 1) Safety courses done in house; 2) send people out for training in fork lift and equipment repair	70 % in safety courses	No: workers encouraged to take ABE courses but on own time and money; no job benefit perceived; in fact there is a risk of frustration and resignation after upgrading due to lack of opportunity here	nil
T. S. Simms (brushes brooms ( N.B.	majority of workers	Shrinking numbers of jobs at all educ. levels	180	few; automation reducing number of jobs; this done via attrition and retire not layoff Future need will be for technicians	Yes: 1) under grade 10, older workers have taken various in-house training courses; 2) these people were trained in cooperation with the NB Community College in typing, welding and other apprenticeship courses. The co. picked up the balance of the wage not covered by UIC during the training period. 3) They are training present staff up to the expected future technical levels required and expect this to take three to four years to complete.	40 a year	Yes: 1) Paid tuition and text fees for GED courses; 2) Paid for night-school even when not directly job-related. They consider this a good investment in their staff	12 a year



employer	# of employees under grade 9	# jobs needing under grade 9	total # employees	future openings for un-skilled	programs for job-skill training for employees	# enrolled	programs for academic upgrading for employees	# enrolled
McCain Foods ( food processor ) ( N.B.	120	200 trimmers & packers	655 hourly-rate 200 salaried	Yes; field-staff and pickers; education; unimportant; work habits are !	Yes: 1) Trained on job to operate equipment unique to McCain plants; 2) Block release used for carpenters, mason, stationary engineers	1) 560 over time 2) 16	No: it would be advantageous for them but we can't offer any better jobs or significant no. of opportunities for advancement	nil
Ganong's ( candy plant ) ( N.B.	20	reading ability is needed but grade level of 9 or 10 is not needed for most jobs	250	Yes; to limited degree though no hiring being done Personal attributes more imp. than grade level	Yes: 95 % of training is done on the job; Room supervisor trains new employees; the supervisors may be sent on government-sponsored courses	45	Yes: Volunteer Literacy Council tutors advertised service a year ago. Company has not monitored response	? 4-5 persons
Atlantic Sugar ( sugar refinery ) ( N.B.	200	36 different job classifications	250	Uncertain; automation is possible but needs major boost in sales to be justified If/when it comes, it will mean job losses	Yes: On-the job training under the direction of the area supervisor;	all new employees	no	nil

employer	# of employees under grade 9	# jobs needing under grade 9	total # employees	future openings for un-skilled	programs for job-skill training for employees	# enrolled	programs for academic upgrading for employees	# enrolled
Perfection Dairies (dairy products) (P.E.I.)	100	100	150	Few: Stable workforce now; neither layoffs nor hiring are expected; New staff in future will be required to have dairy experience.	Yes; for some supervisors and some line workers; pump course, ice cream course. Also courses at the local university or Dale Carnegie courses are cost-shared 50-50; this open to either line or management.	10 to 15 a year	No	nil
Cavendish Farms (food processor) (P.E.I.)	200	100	450	nil; new staff now all need grade 12 due to needs for long-term training	Yes: On-the-job training programs from 2-6 weeks; they are mostly for orientation but some are for promotion	15 a year	no	nil
Michelin Tires (auto tires) (N.S.)	1500	presently none; staff hired in 1970-71 with ave. grade 7/8; offered guaranteed no layoff	2000	nil during 1977-83, lines have become fully computerized and labour component has shrunk	Yes: Very intensive program of upgrading and retraining since 1977; 1) home-study course, free, to permit workers to transfer from line to tech. jobs; 2) apprenticeship program and certification; workers do not go out on block release but do program in house	1) 100 a year 2) 75 a year	Yes: Math and Science upgrading in their own program to give theoretical background for technical education; program not certified by external educational authorities	300 a year

D) Attitudes Toward Issues Related to Skill Development Leave

Subject Area	Employers	Boards of Trade	Unions	Government
<u>Purposes for Training:</u> a. skills directly job-related b. prevent redundancy c. preparation for promotion d. refresher and updating purposes e. community role f. union responsibilities g. academic upgrading	Employers felt that all training needs that were directly related to the job were being adequately met. A small number trained for promotion. A small number were bound by contract to provide time for labour education. Almost all rejected options e. and g.	The employer's role in developing employee skills depends on the job demands. It is not always possible for the employer to train due to time factors and special requirements. Emphasis will be on skills which are very directly job-related.	Job-related skills and labour education were seen as the two priority areas. "Job-related" generally had a dual context; present job and also, other fields-either at higher levels and/or involving new skills and techniques. Labour tends to view management's training policies as too short-term oriented.	Greater government involvement in job-related training has taken some responsibility and also initiative away from the private sector. Different models work effectively in different situations. Co-operative education is endorsed by NS since this type is generally better supported than block release. Day release is seen more effective for ABE because the ABE student needs continuity, repetition and consistency. An interrelated model is delivery of ABE on the worksite but this is not likely to be favoured by the employer out of fear of loss of productivity. The employer seems to need a greater incentive for participation in on-the-job ABE.
<u>Priority of Selection of Workers</u> a. those with less than grade 9 b. those whose work-hours are most convenient for training programs c. supervisors and managers d. those with union positions	Priority is given to management in terms of variety and financial resources. Line workers receive orientation and job skills on the job from line supervisors in most cases.	It is the responsibility of the individual to acquire education and marketable skills; it is the responsibility of society to provide the opportunity for this; In instances where the employer does provide training, priority of selection must reflect the employer's own specific needs.	Priority should generally be given to those who are threatened with displacement by technological change-generally these are the people with the lowest levels of either education or training. Another priority group is those who have been disabled and dislocated from original jobs.	



Subject Area	Employers	Boards of Trade	Unions	Government
<p>Access Options</p> <p>a. co-operative education</p> <p>b. day release</p> <p>c. block release</p> <p>d. time off from day work for evening training</p> <p>e. incentives for disadvantaged</p> <p>f. affirmative action</p> <p>g. educational leave credits</p> <p>h. training insurance funds</p> <p>i. pooling of funds by smaller employers</p> <p>j. rehabilitation of disabled workers</p> <p>k. insurance-based educational benefits package</p>	<p>Block release is used by many for training apprentices; most find it very beneficial.</p> <p>b. and d. were rejected as means of delivery for ABE programs because they would be too disruptive to work schedules. Most employers had no difficulty in meeting training costs and saw leave credits or training funds as too complex to administer. They strongly rejected governmental role in financing/delivery as too bureaucratic.</p> <p>Criticism was levied at provision of federal funding for training of new employees but not for current employees. There was no evidence of commitment to any affirmative action type of programs. Disabled workers seem to often be re-assigned without any special retraining. One employer supported the concept of co-op education but said it was not financially viable to assume support for a non-productive employee who would not likely stay long enough to become self-</p>	<p>Concern was expressed about duplication of effort and potential for duplication. Training insurance funds were seen as potentially open to abuse: instead of laying off redundant workers, the employer might be able to send them off for training. Funding is not a problem for most employers. Education leave credits would require that the worker guarantee to stay a pre-determined length of time after the leave in order to justify the costs. It is vital to identify those worth spending the money on in P.E.L. since there is not sufficient evidence that more training in itself does increase productivity. Many young people are coming out of programs where they have been taught obsolete skills; training often needs to be more closely tied to the immediate needs of the marketplace for labour.</p>	<p>Labour views tended to recognize that timing of access was primarily a matter for management; more crucial to the unions seemed to be the issue of getting more and better training and having it provided for those workers who were in need of the training. Access options did raise issues about the needs of the disabled, for rehabilitation and retraining for alternate jobs. This was a strong point of concern for the Mineworkers due to growing numbers of men no longer able to work underground. The union promotes the idea of priority training for and access to surface jobs for these men without acceptance as yet from the company.</p>	<p>( general synopsis ) ( continues )</p> <p>Employers have generally not developed lower skill workers to prepare them for either higher skill jobs or to protect them from automation.</p> <p>For high-tech training the best means of delivery are in the hands of the private sector. Also, the primary responsibility lies there as well. Governmental responsibility is more focused on the provision of training for lower skill levels.</p>

Subject Area	Employers	Boards of Trade	Unions	Government
<p><u>Implementation Issues</u></p> <p>a. time sharing</p> <p>b. selection of employees and programs</p> <p>c. location of training</p>	<p>ABE programs should be done by employees on their own time, at their own expense, and away from the workplace. Such was the dominant point of view.</p>	<p>Job-related training is best done on site and would be at employer's expense. Anything else is the responsibility of the individual.</p>	<p>Time-sharing is desirable; a role for union and perhaps also those who might be involved in delivery; training is best off site unless it is directly and very practically job-related. More should be done on a joint labour-management basis and less training should be conducted by government.</p>	<p>If projections on economic growth are realized, it will become more of a worker's market and the employer who has established a regular effort in paid skill development leave will be in the best position. While tax incentives are good for larger firms, they are less likely to be used by small firms. Here, a syndicate approach might assure access to some training opportunities.</p>
<p><u>Costing Issues</u></p> <p>a. acceptable levels of costs</p> <p>b. tax incentives</p> <p>c. direct federal/provincial grants</p> <p>d. distribution of costs among employers, employees, others</p> <p>e. government-run training and development funds on either</p> <p>i) voluntary basis</p> <p>ii) mandatory basis</p>	<p>Only two employers, (Michelin and Simms), were found willing to pay full costs of academic upgrading. Tax incentives were favoured by most as the least demanding way of encouraging training and providing a basis for government assistance with the costs. Employers want to make their own selection of workers for job-related training. They also indicated that it was desirable for workers to participate in a voluntary way in training - but at the same time that workers would be expected to take training required or find employment elsewhere.</p>	<p>Tax incentives may be a viable way to get employers to promote ABE. Tax incentives are preferable to direct grants since there is less paperwork and also, since one is dealing with re-imbursement after the fact, there is less likelihood for abuse.</p>	<p>All costs should be carried by employer for job-related programs; for programs that go beyond the immediate needs of the workplace, cost-sharing by the employee is reasonable. Tax incentives were seen as appropriate for private-sector employers. In cases of direct grants, assurance of some input into the training selection process by labour was seen as desirable. It was felt that there are cases where provision of more training should be made mandatory</p>	<p>Broad approaches to training based on educational leave credits insurance funds or training voucher systems are too open to the possibility of abuse by both employers and workers alike.</p>

Table 15 Statistical Summary of Responses Regarding Issues

Subject Area	Percent Favourable To Issue/Idea		
	unions (N=8)	employers (N=12)	Bo. of Tra (N=4)
<u>Purposes for Training</u>			
a. job-related skill development	100	100	100
b. prevent redundancy	100	50	75
c. preparation for promotion	seniority favoured 12	60	25
d. refresher and updating	12	75	75
e. community role	40	17	*
f. union responsibilities	100	66	*
g. academic upgrading	40	25	*
<u>Priority of Worker Selection</u>			
a. those with less than grade 9	40	17	*
b. supervisors and managers	nil	100	50
c. those with convenient hours	25	33	*
d. those with union positions	100	66 are bound to by contract	*
e. disabled employees	25	*	*
<u>Access Options</u>			
a. co-op. education	40	8	*
b. day release	50	8	*
c. block release	63	42	*
d. time-off for evening training	50	nil	nil
e. incentives for disadvantaged	63	25	*
f. affirmative action programs	40	16	*
g. educational leave credits	25	8	nil
h. training insurance funds	nil	nil	nil
i. pooling by smaller employers	nil	33	25
j. rehabilitation of disabled	50	33	*
k. insurance-based benefits	nil	nil	*
<u>Implementation Issues</u>			
a. time sharing	50	75 - for job-related training	*
b. selection of employees and programs for training	40-sought some union role	100 saw this as comp. decision	*
c. preference for on site location	50	100 for line 92 for mgt.	50
<u>Costing Issues</u>			
a. acceptable levels for taxes	75% feel all should be paid by employer	92 % favour cost-sharing	*
d. distribution of costs			
b. use of tax incentives	40	66	50
c. use of direct govt. grants	40	25	50
e. government-run TD funds	40	25	*
- voluntary ) of those who	88	100	50
- mandatory ) favour idea	12	nil	50
* indicates no direct response given			



### E) Employee's Perceptions of Training

One aspect of access to training not covered within our research is the employee's perception of the availability of training. Some work on this has been done by Dalhousie University's Institute of Public Affairs as part of the Marginal Work World Research Project. The General Segmentation Survey component of this project interviewed 1513 workers drawn from 118 randomly selected establishments across Nova Scotia, New Brunswick and Prince Edward Island.

The following tables and support commentary are drawn from a report prepared by the Institute for the Council of Maritime Premiers.<sup>3</sup>

Tables 16 and 17 examine variations in educational level as they relate to perceptions of upgrading and training. Three categories of educational attainment were utilized: less than grade 10, grades 10-12 inclusive, and greater than grade 12.

Table 16 Perceived Obstacles to Securing Additional Education or Training, By Educational Category (1979 survey base)

factor	Percentage Citing Factor		
	less than grade 10 (N=510)	grades 10-12 inclusive (N=760)	more than grade 12 (N=243)
course unavailable locally	8 %	8 %	11 %
can't afford it	14	17	29
child care problems	2	2	2
too old	26	11	5
inadequate background	20	6	1
no training at work	7	6	2
not interested	23	13	8
other problems	10	11	16
expect no problem	26	45	42
totals	136	119	116
grand N = 1513, unweighted data. Multiple answers were possible and given.			

3. Apostle, Clairmont and Osberg, Establishments and Workers: Segmentation and Training, Marginal Work World Project, Institute of Public Affairs, Dalhousie University, 1981.

The respondents with less than grade 10 were least likely to "expect no problem", and most likely to cite "too old", "not interested", and "inadequate background". Some of the educational variation can be attributed to the fact that the percentage of those 55 years and older among those with less than grade 10 is twice as high as in the groups with some high school or high school plus. Perhaps the only cited factor here which reflects poor educational level and cannot be explained away by age and income factors is the problem of "inadequate background".

Table 17 Perceptions of Training/Upgrading Opportunities  
At Work, By Educational Categories, ( 1979 survey base )

	Percentage Responding Yes		
	less than grade 10 (N = 510)	grades 10-12 inclusive (N = 760)	more than grade 12 (N = 243)
employer would give time off	67	69	76
additional training at work	34	42	47
more training could lead to higher wages	71	74	66
obtained much on-the-job training from employer	51	62	52
little training needed to do my present job	59	47	22
more training would not help my job prospects	65	50	49
grand N = 1513, unweighted data			

The workers with the lowest level of educational attainment believed themselves as least likely to get time off from the employer for job-related training. In addition, a higher proportion of this group responded that their job prospects would not be helped by more training.

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